

9. ONE-STOP SERVICES FOR INDIVIDUAL CUSTOMERS

INTRODUCTION

Transforming services for individual customers was the most immediate and pressing objective of the One-Stop initiative. Within One-Stop centers, services are intended to address the specific needs of each individual customer. The One-Stop vision calls for the creation of a seamless service system that can meet the needs of a broad range of individual customers of varied backgrounds, ages, skill levels, and financial situations. These customers include recently dislocated workers, veterans, long-term unemployed, welfare recipients, new labor market entrants, students, and already-employed workers, as well as persons with serious barriers to finding employment due to disabilities or lack of education, language skills, or adequate child care.

Three key principles of One-Stop systems relate to this vision:

- *Universal access* to services so that all customers—regardless of their eligibility for specific programs—can receive a core set of effective services.
- *Greater customer choice* so that customers can choose the content, intensity, and mode of delivery of services they need from a comprehensive service menu, and can choose among individual service programs and providers based on good information about the outcomes achieved by previous program participants.
- *Integrated services* so that customers encounter a seamless delivery system with an integrated point of access rather than a patchwork system made up of multiple programs offering overlapping services.

This chapter describes the different ways that states and local sites built on the expertise and experience of various partners within One-Stop systems to reengineer services for an increasingly broad range of individual customers.

GOALS FOR TRANSFORMING SERVICES FOR INDIVIDUAL CUSTOMERS

The vision of improving services to customers has led to a number of common operational goals related to integrating services:

1. Simplifying customer access to workforce development services.

2. Providing a wide range of services to meet the needs of diverse customers.
3. Making effective self-access services available to all customers.
4. Providing guided services to customers needing assistance in developing career plans and finding appropriate employment.
5. Providing more intensive training and supportive services, when needed.
6. Providing targeted populations with specialized services.
7. Making One-Stop services convenient to access.

Each of these goals is discussed below.

GOAL 1. SIMPLIFYING ACCESS TO SERVICES

All of the local sites in our sample identified integration of services to individuals as a key strategy to simplify customer access to workforce development services. Sites differed, however, in their approaches to integrating services, as described in Chapter 2. Sites used three basic strategies. First, some sites simplified customer access by using a “no-wrong-door” approach. Customers applying for service at any site within the local system were referred to the program best suited to their needs. Second, other sites integrated only “front-line” functions—such as reception and intake. The integrated intake staff then assisted customers in contacting relevant providers of program-specific services. Third, some centers consolidated a number of services available to individual customers, often by forming cross-agency functional teams that provide specific types of services (e.g., assessment, job development) to customers qualifying for a variety of categorical programs.

Regardless of the extent of integration of subsequent services, all centers had, at a minimum, integrated reception services that served as a single point of access to services for first-time center users. Most centers also integrated initial eligibility determination and orientation to the services available at the center. These efforts to integrate access to services are described below.

Integrated Reception

All centers had a single reception desk at the entrance to the One-Stop center so that the receptionist could help customers access the center’s services. In Connecticut, for example, all larger One-Stops have a “greeter”—a staff member who has an understanding of the range of services offered at the center and can explain these

services to customers. The greeter meets customers when they come in the main entrance, answers initial questions, gives a brief description of services available at the center, and directs customers to appropriate areas of the center. Depending on their needs, customers may be referred to an Employment Service, UI, JTPA, or VETS representative for initial intake. Customers may also be directed to the integrated “career services” center, where they can obtain further information about center and community resources as well as assistance using computers, telephones, printers, and copiers that are available for job seekers.

Integrated Preliminary Eligibility Determination

Many sites integrated their preliminary eligibility determination procedures. Often the intake staff made a preliminary determination of the programs for which a customer was eligible and then referred customers interested in those services to staff for a more comprehensive determination of eligibility.

Two states, Maryland and Indiana, had established integrated procedures to determine eligibility for all One-Stop partners’ programs. In Maryland, all centers had access to a client-driven automated system that assessed preliminary eligibility for all DOL programs, adult education, and Pell Grants. In Indiana, customers who were registering for ES or UI entered personal data into a computer that determines eligibility for many programs.

Integrated Orientation to Services

The substantial majority of sites in our sample offered new users an integrated orientation to center services.¹ Several states required that centers provide integrated orientations, although their policies varied in what was required to be presented in orientation sessions.

In some centers, orientations were provided individually. For example, at the Wood County Center (Bowling Green, Ohio), a trained receptionist greets incoming customers on an individual basis and explains the services available. Customers

¹ Comprehensive center orientations were available for all customers in New London and Willimantic, Connecticut; at the Eastside Indianapolis Center; in Springfield, Massachusetts; Baltimore, Maryland; Anoka County, Minnesota; and Arlington and Lake Jackson, Texas. Orientations were held for JOBS customers only in Des Moines, Iowa, and for Job Service customers in Columbia, Maryland.

applying for public assistance are also required to attend a group orientation, scheduled weekly.

Most centers in the sample offered comprehensive group orientations to all customers. Orientations typically include a presentation about the various services offered at the center and a walking “tour” of the center. For example, at Baltimore’s Eastside Career Center, all customers signed up for one of nine weekly orientation sessions. Attendance at these session averaged 15 to 20 people. During the orientation session, customers:

- Viewed a video that provided an overview of the center and its services and gave examples of how center services have addressed the varying needs of different job-seeker and employer customers.
- Listened to a brief presentation and question-and-answer session by center staff that highlighted key services that may be available to center customers.
- Went on a guided tour of the center to see the various service areas and get an idea of how the space is laid out for customer use.
- Reviewed “customer service” sheets that described each service offered at the center and when it was available.
- Received an initial orientation to “CareerNet,” an automated job bank and career information system.
- Signed on to the computer system and entered information that helped determine eligibility for different programs.

GOAL 2. PROVIDING A WIDE RANGE OF SERVICES TO MEET THE DIVERSE NEEDS OF CUSTOMERS

The Pyramid of Services

Two of the key themes of the One-Stop initiative have led One-Stop centers to provide a wide range of service options. First, the goal of providing universal access to services meant that One-Stop centers were serving a much more diverse group of customers than was previously served in each of the individual categorical programs. Second, the goal of providing customers with meaningful choices about how to access services also meant that One-Stop centers needed to provide a wide range of service options.

To offer customers a wide range of services and greater choice among them, most centers adopted some variant of a “pyramid” model of services, consisting of three tiers.

“First tier” options consisted of *self-access services*. All centers made these self-access services available to all customers, regardless of program eligibility. Typically, these self-access services allowed customers to obtain labor market information and information on jobs, careers, and education and training providers in the area. Customers could also use self-assessment and career planning products, learn about job search strategies, and access automated job postings. More detail about these services is provided below under Goal 3, Making Effective Self-Access Services Available to All Customers.

“Second tier” services were *guided or group services*. These services included more intensive assessment and career counseling, job matching, and group activities such as job clubs and workshops. Sites varied widely in the extent to which they made these guided or group services available to the general public, but most sites made at least some available to all customers. Second tier services are described in detail under Goal 4, Providing Guided Services to Customers Needing Assistance Choosing Careers and Finding Employment.

“Third tier” services were the most intensive and included *educational and occupational skills training and supportive services*. In all centers, the direct provision or funding of these more intensive services was limited to customers eligible for specific programs, such as JTPA. Third tier services are described in detail under Goal 5, Providing More Intensive Training and Supportive Services.

Helping Customers Access Needed Services

Although a “pyramid” describes the structure of services, it does not describe how individual customers access the services they need. Not all customers started with self-access services and then moved up to more intensive services if the self-access services were not sufficient to meet their needs. Instead, customers could enter each service level from a variety of points.

Case managers and counselors acted as important “bridges” to services for customers eligible for categorical programs. As described above, most sites conducted a preliminary eligibility determination of customers new to the center. In these sites, customers who appeared to be eligible for specific programs were usually referred to staff who could help them determine whether or not they wanted to participate in that specific program. If so, staff would then assist eligible customers in accessing

appropriate services, both from the specific program and from other programs in the center.

For example, JTPA-eligible customers who chose to enroll in that program would meet with a counselor to receive objective assessment and develop a comprehensive service plan, as required by the JTPA legislation. Similarly, customers eligible for JOBS, VETS, Vocational Rehabilitation, and other categorical programs and services were generally introduced to One-Stop services through one-on-one meetings with a case manager or counselor soon after intake or group orientation.

For customers not eligible for specific programs, however, the procedures varied across sites. At one extreme, the center in Springfield, Massachusetts, made available one-on-one meetings with case managers to develop action plans for all customers, regardless of eligibility.

Most other sites relied on other mechanisms to help customers access more intensive services. As described above, all sites provided orientations to give customers an overview of center services. Further, in sites that made group workshops available to the general public, these workshops were another means by which customers learned about the range of services available within centers. Staffed resources rooms provided another mechanism to help all customers access additional services. Staff in these areas had regular contact with individual customers, many of whom came to use services frequently during their job search. For customers interested in services beyond the first tier of services, these staff often provided additional help locating information on local employment, education, and training opportunities, and referring interested customers to individual career counseling sessions or group workshops (in sites where these services were available to all customers).

GOAL 3. MAKING EFFECTIVE SELF-ACCESS SERVICES AVAILABLE TO ALL CUSTOMERS

The most significant change resulting from implementation of the One-Stop system has been the development of more extensive self-access services. One-Stop staff at all levels expressed three key themes that guided their development of these new products: (1) the need to improve the quality and relevance of labor market information; and (2) the need to make this information easily accessible; and (3) the

need to present this information so that it is meaningful in helping customers make good decisions.

To address these needs, most sites have established career resource centers or career libraries, and designed products specifically for use in these self-service areas. These products provided self-access information services and, in some cases, self-access training services. Exhibit 9-1 presents examples of the self-access information and training services available in the One-Stop centers we visited. Customers who participated in focus groups at the various sites indicated that these services were among the most valuable in the One-Stop centers.

In addition to making self-access services available to customers who visit One-Stop career centers in person, advances in communications and information technology have made it possible for One-Stop centers to provide many of the same automated information resources to One-Stop customers from computer work stations or public-use kiosks located in a wide variety of community sites (ranging from community colleges to libraries to department of motor vehicles offices) as well as through remote access to individual computer users equipped with a modem via Internet Web sites or electronic bulletin boards maintained by the state, One-Stop center, or an affiliated agency.

Self-Access Information Services

Most states have mandated that certain types of information—such as job listings, labor market information, and information about education and training opportunities—be made available to individual customers on a self-service basis in all local One-Stop centers.

In addition, some states invested heavily in the development of self-access products in order to make them available in all centers statewide. For example, Maryland developed a comprehensive system for career information and exploration, which is required to be available in all One-Stop centers throughout the state. Similarly, Texas has developed a multi-media career information system that, together with the state's career labor market education database, is required in all One-Stop sites. Respondents in these states indicated that such products have increased the consistency of services across centers and prevented duplication of effort.

Other states identified required categories of information that must be available to job-seeker customers in each One-Stop center, but did not mandate specific products.

Exhibit 9-1
Examples of Self-Access Services

Connecticut	<p>Customers can access a variety of information either through the Connecticut Works web site or through the Public Access Labor Information System (PALIS) bulletin board. Among the automated self-services are information and tips on searching for work, access to the state and national Job Banks, information on unemployment compensation and the appeals process, labor market information tailored for job seekers, and America's Talent Bank, a nation-wide pool of resumes.</p> <p>Full-time Resource Library staff are charged with promoting career development for a universal population. Libraries contain information on labor market information, companies, materials on the job search, current job openings in electronic listings as well as from newspapers and other printed formats. Resource Librarians also provide information and referrals to a variety of other community resources including scholarships and training opportunities.</p>
Iowa	<p>Iowa One-Stop Centers are envisioned by the state as local clearinghouses for information on all local employment, training, education, and supportive services. Customers can access the state's Data Center remotely via a personal computer and modem or through the workforce development center computers. The Data Center provides an electronic bulletin board that lists job openings, labor market information, and recent employment news. Job listings available from in-house ALEX terminals and the DES Data Center use suppressed job orders, and customers must contact an ES Job Placement Specialist for information about the identity of the employer for a specific job listing.</p> <p>At the time of the site visit, the state had introduced its Web site, and had made available CD-ROM based job search and resume development packages. The state was also developing state-wide and regional publications to help individuals to identify employment trends and expected growth areas.</p>

Exhibit 9-1 (Continued)

Indiana	<p>At the Indianapolis Eastside Center, the core technology-based tools for use by individual customers include personal computers connected to the ALEX database offering Center customers access to jobs listed by local and statewide employers; Internet access to America's Job Bank and America's Talent Bank; the Job Service Matching System (JSMS) allowing clients to begin the skills match and job-search processes by entering their own skill-related information which is then matched with employer job orders; CHOICES, a career information delivery system provides information on career-related information and post-secondary educational institutions; and PC-based resume-writing software.</p> <p>Customers looking for information about schools can find a variety of printed information—supplementing the computer-based CHOICES program—on schools, careers, financial aid, and other education-related subjects in the information resource library. They can also use the computer-based National Career Aptitude System (NCAS) which assesses their ability to learn and perform tasks associated with hundreds of occupations. A Microcomputer Occupational Information System (Micro-OIS) also provides occupational supply and demand information based on state and local labor market information.</p>
Maryland	<p>Resource Laboratories provide access to on-line job listings, career interest inventories, and education and training providers. At the resource laboratory at the Baltimore Eastside Center, staff are testing ways to supplement the state's automated on-line job listing service with additional computer-assisted instructional software.</p> <p>Services available on personal computers in the laboratory include a computer-assisted resume writing program; a self-paced basic skills and GED instruction (Plato); self-paced job search instruction; career exploration and identification of transferable skills (Oasys); a typing tutorial (Mavis); and a word-processing tutorial (Word Perfect). Staff also intended to add Windows and Lotus tutorials to the instructional programs available in the local resource laboratory.</p>

Exhibit 9-1 (Continued)

Massachusetts	<p>The Springfield Center provides on-line employment service registration, local job listings and job matching, access to America's Job Bank and other on-line labor exchange databases on-site and through remote access on the Internet; a talent bank; self-service and assisted access to labor market information in the resource room and through remote access to the state's Web site; information on careers, job, education and training providers; self-service career planning activities including CD-based programs for career exploration or assessment, career planning videos; and software to practice and self-certify skills in typing and 10-key data entry; and resume preparation assistance (both computer-based and staff-assisted).</p>
Minnesota	<p>Resource Centers within all planned and operational One-Stop centers in the state contain a standardized set of information tools accessible by individuals in a variety of media, including hard copy documents, periodicals, and videos. Centers have information about career areas, a computer-based encyclopedia on education and training programs available throughout the nation, job listings, a preference testing module that helps job seekers determine their best occupational path.</p> <p>The recent creation by the state of six regional labor market analyst positions was seen by center respondents as a particularly positive development. Analysts have developed a standardized collection of 100 labor market information publications and have helped to inventory and stock resource rooms with information on such topics as the future outlook for employment opportunities in a variety of career categories, and employer profiles on state and national businesses.</p>
Ohio	<p>In Wood County, information on jobs, careers, employment and training programs for persons eligible for persons receiving public assistance are provided through the on-site DHS partner. A local vocational school provides information services to individuals who do not fall into a targeted population group. Access to job listings and job matching is also available to all customers through the kiosk for self registration, job search, and self-referral. Self-service access information is also available in their resource room and through kiosks in the community. A bulletin board in the reception room posts current available jobs.</p>

Exhibit 9-1 (Continued)

Texas	One-Stop Centers are envisioned by the state as central points of access to information and services that address the needs of all job seekers and students. The state has developed a variety of enhanced labor market information and other technology-based products including a case management tool called RESCUE originally intended to help dislocated workers determine the type of training they needed to re-enter into the labor market. A comprehensive career information and exploration system called Texas CARES has also been developed for people with little work experience. Texas is also leading a national consortium to develop a consumer report system.
Wisconsin	All One-Stop customers have access to a set of core information services available free of charge. Information sources at all One-Stop centers include access to the state's job listing service; an automated listing of job openings; Career Visions, an automated career information delivery system; and resource libraries offering a broad range of print and multi-media materials providing labor market, career, and job information.

For example, Massachusetts required that local sites provide access to job listings (including the state job bank available via the Internet), information on education and training providers, and local labor market information. The state emphasized self-access technologies as an efficient means to delivery these services. However, individual sites had the responsibility of choosing specific products to use. Respondents in these states emphasized that they wanted to foster local innovation in developing products and services that would meet the needs of local constituents.

Although states approached the development of self-access products differently, the types of information they required were quite similar. States generally required the following self-access services to be provided to individual customers in all One-Stop centers:

- Labor market information.
- Assessment and career-planning information.
- Information about education and training opportunities and related community resources.
- Automated job listings or job matching services.

Local One-Stop centers usually made several improvements in the type of information available to customers. First, many centers tried to develop labor market information that was more up-to-date than previously available. Second, many centers tried to fill in gaps in the previously available information, for example, by conducting wage surveys of local employers. Third, they tried to make information more relevant to the local area. For example, some systems allowed users to choose the geographic level (e.g., city, country, state) for which they obtained information. Fourth, most One-Stop centers tried to help users see the relationships between the different types of information available.

To help customers link the different types of information, many sites made integrated information systems available. These systems integrated the various types of information—such as labor market information, career planning tools, and information about local training providers—so individual customers can more easily use the comprehensive information to make decisions.

For example, Texas One-Stop centers developed a system that allows individual users to access information from a variety of sources. Individual customers can use this integrated system to learn about wages, hiring patterns, and employers in specific

geographic areas; identify career goals; and identify providers of training in their chosen field. Similarly, in Wisconsin, individual customers are encouraged to explore the state's Career Information Delivery System, which contains integrated information about occupations in the area, colleges and universities providing training in those occupations, and specific programs of study.

Labor Market Information

Self-access labor market information was available to customers in all of the sites we visited. The types of information included:

- Industrial and occupational growth patterns in the nation, state, or county.
- Unemployment rates and projected employment trends by region in the state or by industry.
- Prevailing wages in specific jobs or occupational fields.
- Employers in specific industries in the state or area.

Sites varied considerably, however, in their progress in making this information available to customers electronically, and the degree to which customers were able to access the information independently. For example, in Iowa the two sites that we visited were quite different. The Des Moines One-Stop center encouraged customers to dial-in to access labor market information about Des Moines and the surrounding area. In contrast, the Creston site had not yet made self-access technologies available to customers and instead provided customers written materials developed by the state. Staff in this site indicated that this written information was often out of date.

Self-Access Assessment and Career-Planning Information

Self-access assessment and career planning products were also available to individual customers in all of the centers we visited. Although some centers provided only printed materials—such as guides to careers in specific fields—most centers offered a variety of automated and multi-media products as well. Examples of these products included CD-driven interest or skill inventories, informational videos on career choices, computer programs to develop career-specific resumes, and structured linkages to additional resources available on the Internet.

Information about Education and Training Providers

Information about education and training providers and other community resources was available in most centers we visited, but the quality, scale, and delivery systems for this information varied widely.

Most states were in the process of developing systems that would combine information about training services—such as programs offered, schedules, and costs—with information about the training providers’ performance—such as placement rates and student assessments. For example, Texas is leading a multi-state consortium to develop a “consumer report card” system, which will provide standardized performance evaluations of education and training providers. Customers will be able to access this system directly and compare the performance of various institutions providing training in a given occupation. At the time of our site visits, however, these systems were not yet operational in most sites.

Some sites provided relatively little information about alternative training providers in the community. One rural site, for example, maintained written information about education and training providers, but this information was not easily accessible to customers. As a result, a local vocational school was the primary recipient of training referrals from the One-Stop center.

In contrast, other sites provided extensive information. In Minnesota, for example, customers could access quantitative and qualitative information about a wide array of educational institutions’ training programs. Further, through an automated comprehensive referral network, customers could access information about other community and social services for which they might be eligible. Moreover, in some cases, electronic transfer of basic eligibility data could be provided upon customer request.

Similarly, in Connecticut, the state department of education is working with One-Stop centers to make automated information about education and training opportunities available to center customers through its toll-free hot-line. Center customers may also access the department’s on-line listings of accredited programs.

Information about Available Jobs

All of the states we visited had developed systems that gave customers access to automated job listings via computers located within One-Stop centers. These technologies were fully operational in all but two of the local sites that we visited.

In most cases, customers could access America's Job Bank, the state's job bank, and local job listings. In some sites, customers could also access additional job listing services on the Internet, using one of the popular search tools. For example, in the Springfield, Massachusetts center, resource staff had "bookmarked" and catalogued Web sites that provided access to alternative job listings—such as those compiled by professional associations—as well as on-line newsletters and professional journals.

Although the One-Stop centers we visited encouraged customers to search job descriptions unassisted, most centers required customers to seek staff assistance to learn more about the specific positions in which they were interested. In Des Moines, for example, all job listings were "suppressed," which required all customers to contact an Employment Service job placement specialist to learn who an employer was and how to apply for the position.

Some sites were attempting to provide more unsuppressed listings so that individual customers could follow-up on openings independently. For example, in the center in Springfield, Massachusetts, employers were given a choice of posting suppressed or unsuppressed job listings on the local electronic job bank. In Texas, One-Stop centers offered employers the choice of placing wholly suppressed, partially suppressed, or unsuppressed job orders with the One-Stop centers, although employers were encouraged to post unsuppressed job orders.

Self-Access Training

Many sites also provide self-access training using computer-assisted training packages. Examples of self-access training included instruction in basic skills and in specific vocational skills, such as keyboarding or using specific software applications.

For example, in the Baltimore Eastside Career Center, customers needing to improve their basic skills could use a computer-assisted, self-paced, basic-skills training program. The center in Springfield, Massachusetts, offered a 15-hour course in computer basics free-of-charge to its customers. Customers learned a basic computer vocabulary and how to navigate in Windows. This course was very well received by customers.

Other Self-Access Services

Electronic talent banks, where individuals customers can post their resumes, were in the planning stages in most states. However, the nationwide system, America's Talent Bank, was still under development at the time of our site visits. Two centers

offered this service locally, although it was not yet a wholly self-access service. For example, Maryland offered a program that contained suppressed resumes through which employers could search for qualified applicants. However, the program was not a self-access service for individuals.

Connecticut, as one of three states piloting America's Talent Bank, has since begun to offer this service to individual customers, both at its One-Stop centers and remotely through the ALMIS Web site. The service permits customers to develop resumes on-line and register with the talent bank without assistance. Although staff reported that the automated, on-line resume-maker is popular among a wide range of individual customers, the resume search capacities have not yet been adequately tested because the system has not yet been marketed to many employers.

Several One-Stop centers also offered individual customers self-access to office machines, such as telephones, fax machines, word processing, and printing services. Having this equipment available enabled individual customers to respond immediately to job leads they encountered through the other center services. Staff at one center indicated that providing public access to this equipment was an inexpensive way to "level the playing field" by giving all customers the ability to develop and print quality resumes, cover letters, and thank-you notes.

Career Information Centers

Most centers designated a specific area to house all self-access products and services, often referred to as a career information center or a career resources area. Clustering self-access services into a single area made it easier for staff to orient customers to the self-access services and to assist them in using the services.

Staffing Career Information Centers

Although self-access services are designed so that customers can access them independently, many centers found that customers required some assistance, especially in learning to use automated systems. Staff of most centers reported that although many individual customers were impressed with the quality and quantity of on-line information available to them, they were reluctant to use services without some initial assistance. Many One-Stop centers have found that assigning knowledgeable, well-trained individuals to staff the resource areas on a full-time basis was a critical step in making self-access services effective. The director of one center we visited referred to these staff, who function much like resource librarians, as "enablers"—they do not

deliver services in the traditional sense, but they enable customers to use services in ways that benefit them.

For example, in Springfield, Massachusetts, three staff were assigned to the resource area. These staff were encouraged to develop new processes, procedures, and workshops around self-service technologies and to make suggestions for changes that would better support customers using self-service technologies. These staff made themselves available by walking throughout the area to help customers who may have been hesitant to ask for assistance.

The importance of having knowledgeable staff in the resource rooms was confirmed by customers who participated in our focus groups. For customers unfamiliar with technology, resource room staff were able to provide technical assistance. For customers familiar with technology but not with job search strategies, resource room staff were able to assist in conducting more efficient searches and identifying resources that customers may not have known were available. For customers who visited the center specifically to use the self-access technologies, knowledgeable resource staff could direct them to other services in the center in which they might be interested.

Orienting Customers to Self-Access Services

Although most centers introduced customers to self-access services during their orientation programs or in separate workshops on how to use services, several respondents reported that customers “did not know what questions to ask until they began using the services.” To orient new customers to resource rooms, most One-Stop centers provided written materials that described the self-access services.

Other sites developed more elaborate systems to orient new users of self-access services. For example, the Baltimore Eastside One-Stop Center developed a non-technical users’ guide to its self-access computer services. Several other sites recognized the need to provide such instruction and were in the process of developing tutorials, videos, or on-line resources manuals, although such materials were not available at the time of our visits.

GOAL 4. PROVIDING GUIDED SERVICES TO CUSTOMERS NEEDING ASSISTANCE IN CHOOSING CAREERS AND FINDING EMPLOYMENT

All One-Stop centers provided a second tier of services to assist job-seekers who needed more help than they could get through self-access services. In second-tier

guided services, staff helped customers identify career goals and develop job search skills. Staff also facilitated job clubs to support customers during their job search. As discussed in the financing chapter, One-Stop centers faced a substantial challenge in financing these guided services for customers who were not eligible for categorical programs. One-Stop centers varied substantially, therefore, in their ability to make these services available to the general public, as we describe below.

Assessment and Career Counseling

In addition to the self-access assessment and career planning tools, most centers offered staff-assisted assessment and career counseling to at least some types of customers.

In a few cases, which are highlighted in Exhibit 9-2, the same intensive assessment and career counseling were available to all customers who needed these additional services, regardless of program eligibility. For example, in Indianapolis, more intensive assessment was offered to all customers who needed such assistance. In Connecticut, all customers with substantial employment barriers were referred to assessment programs offered through the state's department of education.

Other centers made some assessment and career planning services available to all customers, but reserved the most intensive services for those who were eligible for specific programs. For example, in Springfield, Massachusetts, all customers could receive a preliminary assessment of their needs from a career specialist, but in-depth testing and assessment was reserved for customers of eligibility-based programs. Similarly, in Waukesha, Wisconsin, the local technical college, a key One-Stop partner, offered three different levels of assessment to different customer groups: the general public, JTPA and JOBS clients, and at-risk youth.

The remaining centers provided in-depth assessment and career counseling services only to customers eligible for specific programs. Some of these sites integrated their categorically-funded assessment and career planning services. Others sites continued to provide separate assessment and counseling services for those eligible for different programs.

Workshops on Career Planning, Life Skills, and Job Search

Another type of second-tier service was group workshops on topics that help customers explore career options, decide on career goals, or learn how to search for jobs.

Exhibit 9-2
Examples of More Intensive Assessment and Career Counseling

Connecticut	Customers with substantial employment barriers are referred to educational needs assessment programs offered through the state's Department of Education. For JTPA-eligible customers, Center staff use the Connecticut Competency System (CCS) and a variety of interest and career exploration inventories to help develop an individualized training or education plan.
Iowa	<p>In Creston, in addition to a self-access assessment program available in the Resource Room, customers eligible for categorical programs may receive a formal battery of tests.</p> <p>In Des Moines, all participating One-Stop partner agencies can refer individual customers to the Assessment Center for specified tests (from a menu that includes interests, aptitudes, general basic skills, work-related basic skills, and personality traits). The Des Moines' Partner's Group is considering whether the Center might offer case management, assessment/testing, and staffed job search assistance to interested members of the general public or whether these services will be available only to participants eligible for categorical programs.</p>
Indiana	<p>To supplement the core technology-based products available to the general public at the Indianapolis Eastside Center, assessment services are available to all job-seeker customers.</p> <p>In Lawrenceburg, all participating partner agencies may refer individual customers to assessment through a broad battery of tests, covering customer interests, aptitudes, general basic skills, work-related basic skills, and personality traits.</p>
Massachusetts	All customers at the Springfield Center are encouraged to develop an individual customer action plan with the assistance of an assigned career specialist. The plan is informed by a basic assessment of individual needs and skills. Eligibility-based assessment services include in-depth testing and assessment.
Minnesota	Core services for all customers include individual career guidance and assessment.
Wisconsin	Services currently available to all customers include assessment and interpretation of basic educational skills, vocational interests, and occupational aptitudes, provided through the Center's Community Career Center. As the partner responsible for assessment services, the technical college offers three different levels of assessment to different customer groups including the general population, JTPA clients, JOBS clients, and at-risk youth.

Most centers reserved these workshops for customers eligible for specific programs. Four centers, however, offered a well-developed menu of group services for all customers, regardless of their program eligibility.² In these centers, modular workshops were available on an open-enrollment basis at regularly scheduled times. Customers could choose which workshops they wanted to attend, and generally could attend workshops in any order they wished. Workshops offered at these centers provided opportunities for customers to clarify goals and explore career options, as well as to develop plans for conducting their job search. Examples of these workshops are presented in Exhibit 9-3.

For example, the center in Anoka County, Minnesota, offered a range of workshops. One was a “creative job search” workshop providing an overview of the emotional, attitudinal, and financial challenges involved in employment transitions. Another workshop helped job seekers learn to identify and speak about their skills and accomplishments. Other workshops addressed preparing resumes, cover letters, and follow-up letters; matching one’s experiences and skills with those required by employers; and learning interviewing and job search techniques.

Enhanced Job Search Support

In addition to self-service options, most sites also offered enhanced job matching services for job seekers. For all customers, this support included providing job referrals to specific listings where the employer’s identity was not made public.

Centers in Texas, Connecticut, and Minnesota also provided to the general public a variety of enhanced job search services that were originally developed for dislocated workers. Staff in some of these centers assisted job seekers with resume preparation and developing a job search strategy. Clerical assistance in preparing resumes and taking messages from prospective employers was also available in some sites. These and other services are detailed in Exhibit 9-4.

Job clubs were also available in many sites. Those job clubs that targeted customers who shared similar professional interests or faced common challenges were particularly popular among One-Stop customers. For example, in Springfield, Massachusetts, customers particularly liked a job club called “Over the Hill,” which

² These sites were Springfield, Massachusetts; Blaine, Minnesota; Lake Jackson, Texas; and Pewaukee, Wisconsin.

Exhibit 9-3
Examples of Group Workshops

Minnesota	A variety of workshops are available at the Anoka Center at no cost to anybody wishing to attend. These workshops cover a range of career exploration and job search topics and are offered at regularly scheduled times, lasting from two hours to a full day. Workshops include a <i>creative job search</i> basic workshop involving an overview of the emotional, attitudinal, and financial transition processes involved in employment transitions; a module on applying skills to the job search, assisting job seekers in learning to identify and speak about their skills and accomplishments; two modules on <i>written credentials</i> , focusing on the variety of techniques used in writing resumes, cover letters, and follow-up letters; an <i>applications and references</i> workshop in which job seekers are taught how to match their experiences and skills with those required by employers on application forms, and how to identify the most suitable persons to list as references; two <i>interviewing</i> modules in which participants learn about key interview questions and legal rights, and practice interviewing techniques which are videotaped in 5-minute mock interview sessions; and modules on the <i>hidden job market</i> which treat alternative methods to finding jobs, including networking, responding to advertisements, and contacting agencies and companies. In one module, job seekers learn how to use the telephone in the job search by preparing a script and contacting employers during the workshop.
Massachusetts	Group services available to all customers of FutureWorks Career Center in Springfield a comprehensive <i>career transition seminar</i> ; other <i>specialized seminars</i> and strategy sessions on a range of topics to support reemployment; and <i>organized job search teams</i> targeted to individuals facing specific barriers, such as older job-seekers.
Texas	Group workshops and seminars available at no cost to the general public at the Lake Jackson Center include a <i>total image update</i> workshop in which participants learn how to dress for interviews and careers while remaining true to their personalities and budgets; <i>money management</i> seminars that help participants learn how to manage their budgets, especially when their personal financial situations have changed; a <i>stress management</i> seminar that teaches how to cope with the stress of unemployment and the job search process; an <i>exploring career options</i> seminar that covers areas such as making use of career interest surveys, exploring interest areas, and choosing careers; and a <i>job search</i> seminar that covers implementing job search plans and using Center and community resources in the job search process.

Exhibit 9-3 (Continued)

Wisconsin	Among the many workshops available is one evening workshop for students and their parents on career planning designed by local partners. Based on the belief that parents are the primary influence on students' career planning, this very popular workshop is called "Parents-as-Partners."
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Exhibit 9-4
Examples of Enhanced Job-Search Support

Texas	In Lake Jackson, part of the One-Stop grant was used to purchase equipment that could be used by all Center customers, including computers for a shared resource room and front entrance area and fax and copy machines available to all Center customers. The grant also enabled the Center to purchase software, video materials, and reference books for the resource room and subscribe to publications for the resource room. In Arlington, the resource room offers universal access to the Job Bank, computers, a phone bank, and fax machines, and is one of the most popular services offered at the center.
Connecticut	Job search support in New London and Willimantic includes assistance for all customers with writing resumes and universal access to faxes, phone bank, copiers, the job and talent banks, information on scholarships and career training, and labor market information.
Minnesota	The partners at the Anoka Workforce Center have developed a service delivery strategy to reach as wide a population as possible and have achieved a high level of visibility to a broad customer base. In addition to the automated services available to all interested customers within the career resource room, all customers have access to computer-scanning of resumes, a phone bank as well as self-service copy and fax machines.

was aimed at older customers who were changing careers. This center also encouraged other groups with similar interests to establish clubs and provided space in which they could meet, even if staff were not available to facilitate the club.

GOAL 5. PROVIDING MORE INTENSIVE TRAINING AND SUPPORTIVE SERVICES

All of the centers in our sample helped customers access more intensive education and training programs for which they were eligible. In Exhibit 9-5, we detail the ways in which various sites make training and services available.

In the majority of One-Stop centers in our study, JTPA Titles II and III provided the bulk of funding for specialized training services. In centers that included welfare-to-work programs, this funding stream was also available for welfare recipients. In some centers located in areas of declining industries, Trade Adjustment Assistance Program was also an important source of training funding.

Centers helped clients access training in three ways. First, some centers provided some training options directly. Most commonly, these sites provided basic educational skills on-site, staffed by local adult education programs. A few centers provided some training in occupational skills on site. For example, in Columbia, Maryland, dislocated workers needing retraining could attend on-site evening classes provided by the local community college.

Second, some sites provided financial support for training offered by training providers in the community. Although some centers contracted directly with providers for services to their JTPA and JOBS customers, the trend was to provide eligible customers with tuition assistance for training offered by approved providers.

For example, the Baltimore center's JTPA program was moving away from directly contracting with providers. As part of its Career Management Accounts demonstration, customers researched and developed their own training plans. They then interviewed various training providers and at least two employers to ensure that they had adequate information about the career they intended to pursue. Customers were then issued training vouchers and chose among several approved public and proprietary vendors for their training.

Third, many sites helped customers access training through referral to alternative training options in the community. This could include referrals to off-site ABE/GED

Exhibit 9-5
Examples of Training Services

Connecticut	Through referrals to off-site education partners, all center customers also have access to adult basic education, ESL, and GED courses. Additional training services are available only to customers funded under specific categorical programs in both New London and Willimantic. Customers qualifying for these programs can receive assistance in developing an individualized training or education plan, tuition assistance to participate in approved training, and financial aid counseling.
Iowa	At the Creston and Des Moines centers, placement in work experience or on-the-job training are reserved for participants in JTPA programs. Tuition and supportive service payments are generally also available for both JOBS and JTPA but, due to funding shortages, no new customers have been enrolled in occupational training through the JOBS programs for the two years prior to the site visit.
Indiana	<p>In Indianapolis new users may also be scheduled for a job training or employment counseling interview. Authorization of vouchers and referral to vocational training and on-the-job training are available for those eligible for additional support services.</p> <p>In Lawrenceburg, referrals to available community services, including training resources and supportive services, are provided by reception and career specialist staff.</p>
Maryland	<p>In Baltimore, training in basic educational skills and occupational skills is reserved for JTPA customers, who can receive classroom training, on-the-job or customized training. The center's JTPA administrators are, however, moving away from directly contracting with providers toward a system in which they issue training vouchers and individual referrals to a large list of approved public and proprietary training vendors. Under a Career Management Accounts demonstration, Career Center customers can now research and develop individualized training plans. The application process requires customers to interview training providers as well as two employers in the field to ensure that they are informed about the work environment and type of work involved.</p> <p>In Columbia, customers needing training are referred to on-site JTPA staff for eligibility determination, assessment, and service planning. Evening classes for JTPA customers are provided on-site by the local community college. College staff also provide on-site ABE and GED classes once a week.</p>

Exhibit 9-5 (Continued)

Massachusetts	<p>The most notable program/funding streams not yet consolidated into One-Stop career center operations at the state level are JTPA Title II funds for services to economically disadvantaged individuals and Title III funds for dislocated worker services.</p> <p>The Springfield center administers only a small amount of JTPA Title II funds because when they opened the One-Stop, two-year JTPA service delivery contracts were already underway with other providers. Through a network of local institutional partners, community-based organizations, and area education and training providers, career specialists make referrals to persons eligible for JTPA, Trade Adjustment Assistance, welfare-to-work programs, Job Corps, veterans' employment services, vocational rehabilitation services, and other state and federal programs. These specialists assess the availability of funds in these programs, assist customers through the application and approval process, and conduct follow-ups to ensure customer satisfaction with program services.</p> <p>The center also offers enhanced or fee-based services on-site such as SCANS skills training for customers who are changing careers or are employed by firms that are implementing team-based management practices. Advanced computer literacy courses are available on-site, and ESL, ABE, and GED training are available according to customer demand.</p>
Minnesota	<p>Training services available at the Anoka Center include JTPA based services such as classroom training and supportive services. All customers may receive adult basic education, and GED and ESL instruction, and referrals to educational providers.</p>
Texas	<p>At both the Arlington and Lake Jackson centers, specialized staff offer all JTPA and JOBS services.</p> <p>Because the Arlington Career Center originated as a JTPA-funded facility and JTPA still pays for the majority of staff stationed at the Center, JTPA eligibility is a requirement for access to most of these services. For customers qualifying program funding, training services include tuition assistance in approved training and a variety of support services including transportation assistance. Goodwill offers on-site computer training classes, and ESL and ABE classes are offered on-site in the evenings.</p>
Wisconsin	<p>Education and job training services are available to individuals eligible for the JTPA or JOBS programs through contracted service providers housed at the center, through the technical college, and through other community and educational institutions.</p>

instruction, computer courses available free-of-charge through non-profit or other community-based organizations, or job search workshops offered by professional associations or unions for job-seekers in particular occupational fields.

Many of the sites also emphasized the importance of developing strong referral arrangements to link One-Stop customers with needed social, health, and supportive services provided by agencies outside the core One-Stop partnership. To facilitate these referral linkages, local sites often developed interagency memoranda of understanding that delineated common criteria and procedures for making referrals, scheduling customer appointments, sharing information across agencies, and providing coordinated or joint case management to customers served by more than one agency.

GOAL 6. PROVIDING TARGETED POPULATIONS WITH SPECIALIZED SERVICES

Many centers developed customized services or enhanced referral networks to enhance their ability to meet the needs of customers with special needs, such as veterans, individuals with disabilities, youth, older workers, and welfare recipients.

Services for Veterans

Exhibit 9-6 presents examples of services to veterans. In most centers, staff responsible for delivering Veterans Employment and Training Services were on-site. In addition, some centers, particularly in areas near large military bases, offered special outreach services to military personnel contemplating re-entry into the civilian labor force. For example, staff in one center went to a nearby submarine base once a month to conduct a 2-day workshop intended to help enlisted men and women manage the transition to civilian employment.

Because of funding regulations, veterans' representatives are generally not allowed to work with non-veteran customers. As a result, they did not generally participate in many of the cross-training activities intended to promote a wider understanding of the range of programs available at One-Stop centers or through referrals to other agencies.

However, in two of the smaller centers we visited, veterans' representatives were freed from some of these restrictions, which allowed them to become better aware of center activities. For example, the Willimantic veterans' representative had participated in a pilot program under a federal waiver that allowed him to cross-train and administer Employment Services to all customers. Although the pilot period had

Exhibit 9-6
Examples of Specialized Services to Targeted Populations

Connecticut	Veterans Employment Services are offered by full-time veterans representatives at both sites. The New London veteran representative also offers a Transition Assistance Program (TAPS), a 2-day workshop every month for enlisted men and women intended to them manage the transition to civilian employment.
Iowa	VETS services were offered through the state's Job Services at both sites. In Des Moines, individuals with disabilities could also receive job placement and on-the-job training assistance through one of the center's key partners, Goodwill Industries. The local community college also leased space at the Des Moines center for ABE and GED classes.
Indiana	<p>In Indianapolis, full-time veterans' services staff provide employment and training service for veterans.</p> <p>The veterans' representative at the Lawrenceburg Center works with veterans half-time, with the remainder of his time devoted to case management and other office-wide responsibilities. This has allowed the Veterans' representative the opportunity to engage in cross-training, enabling him to perform any function in the center. The veterans' representative believes that this wider experience also benefits veterans customers.</p>
Maryland	Veterans' representatives offer employment, training, and case management services at both Maryland sites.
Minnesota	<p>Special services available at the Anoka Center include rehabilitation services, services for the blind, VETS, and Older Worker Programs. These specialized services include in-depth testing and assessment, personal profiling for labor marketing viability, income support, training in career decision-making skills, career counseling, case management, training assistance, classroom training, supportive services, training in job search skills, monthly payments on earned income credit, and follow-up services.</p> <p>Other services available through co-located partners include sheltered work environment for persons with developmental disabilities.</p>
Ohio	Because of its rural nature, the Wood County center provides services to populations with special needs primarily through referrals to other organizations including a Veterans Assistance Center, United Christian Fellowship, and child care providers

Exhibit 9-6 (Continued)

Texas	At both the Arlington and Lake Jackson centers, specialized staff offer Food Stamp Employment and Training Services, Veterans' Employment and Training Services.
Wisconsin	Veterans' services, including job counseling and assistance, are available through co-located veterans' staff.

ended at the time of the site visit, this experience provided the representative with an opportunity to learn about and link veterans to the wide range of assistance available to job-seekers in the center.

Services for Individuals with Disabilities

Although all One-Stop center staff expressed commitment to serving persons with disabilities, they had not yet developed strategic approaches for integrating services for this population into the service delivery system. Although about half of the centers included on-site representatives of vocational rehabilitation programs, services offered by staff from that program were often provided separately from other services. One-Stop staff continually cited confidentiality issues and the absence of an integrated funding stream as barriers to integrating services for persons with disabilities.

Despite these barriers, however, a few One-Stop Centers did attempt to provide interfaces to self-access technologies that were designed specifically for special-needs populations. These enhancements included enlarged screens and high-volume headsets. One center indicated that when customers who require special services visit the center, they all assigned an escort to assist them in accessing services and ensuring that their particular needs are met.

Services for Youth

Although most One-Stop sites had not yet operationalized services specifically designed for youth, coordinating with school-to-work and other activities that would appeal to young people was a clear priority in all of the sites we visited. One-Stop staff saw great potential in such initiatives and were interested in sharing their newly acquired access to high-quality and relevant labor market information with local educational institutions.

One-Stop centers approached the development of these services using three strategies. First, some One-Stop centers were developing partnerships with local school districts to develop a variety of career education services for students. For the most part, these partnerships were in the early stages of development at the time we conducted site visits.

For example, in the Waukesha (Wisconsin) One-Stop center, a non-profit organization called Partners for Education, which represented local school districts, worked with other partners to develop an evening workshop for students and their parents on career planning and development. The workshop, called “Parents-as-

Partners,” has been very popular; scheduled workshops are full, and the center maintains a waiting list for future ones.

The Anoka County center in Minnesota worked with five school districts and other local partners in securing a \$650,000 school-to-work grant. An early objective of the center was to inform the education community about the quality and importance of services available at the center. Toward that end, the center is establishing electronic linkages between the schools and the workforce development agencies, making high-quality labor market and career planning information available to all students to supplement their school-based career education courses.

Second, some centers have established relationships directly with school staff to develop services to supplement existing career education resources or curricula. For example, the center in Lawrenceburg, Indiana, has worked with teachers to enhance the career education curriculum in grades eight and nine, and has developed structured opportunities for students to visit the center on a regular basis throughout their school careers.

Third, some centers developed services that were designed to appeal to youth. For example, the center in Springfield, Massachusetts, developed a sophisticated resource area that was very appealing to youth. While on-site, we interviewed young people who originally had come to the center to apply for specific jobs but had returned to explore the services available in the resource room. This center was also working closely with employers from whom local youth often seek work. Although this center had not yet begun to actively market its services to youth, its services had already become popular with young One-Stop customers.

Services for Older Workers

Older job-seekers represent a high-priority group for some centers. These sites used three strategies to serve older workers.

First, some sites included the Title V program as a partner to ensure access to these services in One-Stop centers. The Title V representatives were an important means of linking customers to services because many customers had worked with their Title V representatives outside of the One-Stop environment. Housing the Title V program in One-Stop Centers provides customers with a sense of continuity in services.

Second, several sites we visited employed Title V participants as trainees within their One-Stop centers. These older workers either assisted customers in accessing services in the resource rooms or in registering on the automated systems. Center staff indicated that this had been an effective strategy in helping customers unfamiliar with new technologies, including many older customers, overcome their fear of using them.

Third, some centers designed workshops or seminars tailored to the needs of older workers. In one site, staff were developing a workshop entitled “Turning Your Volunteer Activities into a Job,” which was designed to help seniors identify the skills they used in their daily unpaid activities and market those skills to potential employers. Job clubs were also very popular among seniors.

Services for Welfare Recipients

All of the sites we visited were actively involved in planning or implementing welfare-to-work efforts in their states and local areas, but the level of direct involvement in providing services to welfare customers through One-Stop centers varied substantially. Direct involvement of welfare-to-work agencies was greater in states where the agencies responsible for ES and UI were also responsible for the JOBS programs. In other cases, state-level agreements permitted or facilitated cooperation between workforce development and welfare-to-work agencies. For example, in one state, an agreement mandated that the One-Stop centers would be the designated providers of employment and training services for individuals transitioning off public assistance, and state funds were transferred accordingly. Further, some local sites had forged their own local-level agreements. As a result of these various coordination arrangements, in 11 of the 14 One-Stop centers we visited, staff from the agencies responsible for providing welfare-to-work services were co-located or maintained on-site presence at the center.

Most sites were experimenting with different approaches to serving welfare customers in a One-Stop environment. Many had developed services aimed at removing these customers’ barriers to employment. These services included providing publications or printed materials designed for customers transitioning into paid employment, offering customized workshops or seminars, and providing case-management and follow-up activities that were more intensive than those offered to non-welfare customers.

Several examples of One-Stop Centers developing innovative approaches to serving welfare customers are described below.

- The Waukesha Workforce Development Center in Wisconsin has a cooperative, multi-agency endeavor to assist a broad range of job seekers in securing steady employment. Recognizing that child care is a barrier to many job-seekers, the Center contracted with the local YWCA to provide on-site child care for all Center customers. Although all customers may use this service, staff recognize that welfare customers, who do not typically have child care options, benefited from this service.
- The center in Springfield, Massachusetts, has developed an orientation program specifically designed to assist welfare customers transition into full- or part-time employment. Although the orientation is open to all customers, it places more emphasis on the issues of self-esteem and overcoming fundamental barriers (i.e. finding clothing for an interview) than does the main orientation. The center is also developing a series of workshops to assist welfare-to-work customers in achieving self-sufficiency.
- In Columbia, Maryland, the One-Stop center worked with a broad coalition of social service organization and community-based organizations to develop a local welfare-to-work initiative intended to prevent individuals from needing welfare at all. This program, Jobs First, is rooted in a commitment to provide high-quality intensive services from the day customers register for services, thereby preventing these individuals from “falling through the cracks.”
- The Anoka County One-Stop Center in Minnesota worked with local partners to develop a program designed to assist unemployed or underemployed non-custodial parents find gainful employment that will enable them to fulfill their child-support obligations. This program, called the Minnesota Parents’ Fair Share program, is intended to support families, not just individuals, in their efforts to become self-sufficient.

In addition, in two sites, local One-Stop partnerships grew out of previous collaboration between the JOBS and JTPA programs. In Des Moines, JTPA contracted with the state to provide services to customers of the state’s welfare-to-work program. In Wood County, Ohio, JOBS and JTPA staff were already co-located when they began planning the One-Stop initiative. As a result of these partners’ experience and expertise in welfare-to-work programs, services appropriate for welfare customers comprised the core of One-Stop services in both sites.

GOAL 7. MAKING SERVICES CONVENIENT TO ACCESS

States and local areas have also adopted a number of strategies to make it physically easier for customers to access the services offered in One-Stop centers. These strategies include locating centers conveniently, extending hours of operation, and offering remote electronic access to One-Stop services.

Increasing Geographic Accessibility

States and local areas have adopted four basic strategies to ensure that One-Stop services are available to people within a wide geographic area: (1) performing community outreach; (2) locating One-Stop centers so that they are easily accessible to targeted populations; (3) establishing satellite centers with guided access to automated services; and (4) ensuring that centers are well served by public transportation. Exhibit 9-7 provides examples of how study sites improved the geographical accessibility of their workforce development services.

Several states have explicitly encouraged One-Stop centers to conduct community outreach at remote locations. For example, Minnesota encouraged outreach to rural communities through “mobile” offices. In other cases, centers developed their own outreach strategies. For example, staff in Creston, Iowa, regularly traveled to offices of government agencies, community-based organizations, and schools in outlying areas to provide services throughout their rural community.

In several urban and suburban areas, One-Stop networks have been developed to serve the needs of diverse communities. For example, Baltimore’s One-Stop partners have formed a network of full-service centers. Further, using funding from the local Empowerment Zone initiative, Baltimore planned to open six satellite “village centers” in high-poverty areas of the city, to be staffed by community-based organizations.

In a similar effort, Tarrant County, Texas, established a network of seven career centers and three satellite offices to serve various communities within the county. Because there was no public transportation in one city, a network of smaller centers was seen as a particularly appropriate strategy for providing customers convenient access to centers.

In other cases, centers had coordinated with local transit authorities to ensure bus service to centers. Efforts by One-Stop staff in places such as Anoka County, Minnesota, and Indianapolis, Indiana, have been successful in bringing public transportation to their sites. Other centers were fortunate in being able to locate in

Exhibit 9-7
Examples of Making Services Geographically Accessible

Iowa	<p>To make services accessible throughout rural areas, some One-Stop centers have made arrangements for center staff to travel on a regular basis to satellite service sites operated by One-Stop partners or coordinating social service agencies. Customers can thus access workforce development services at sites close to their homes, rather than having to travel to the One-Stop center itself. Creston Center staff, for example, have developed a network of remote service locations throughout a seven-county region. These locations include offices of government agencies, community-based organizations, and schools. Staff travel to these locations on a regular basis to meet with customers who cannot travel to Creston for services.</p>
Indiana	<p>The state plans to have at least one One-Stop center in each service delivery area, with a comprehensive career center within 50 miles of every Indiana resident. Customers have the option of receiving services at any of the state's One-Stop centers. In addition to the state's planned full One-Stop Centers, where core services will be accessible in a single physical location, there will be electronically linked One-Stop satellites. These satellite sites will take a variety of different forms, including: staffed offices and electronic linkages with college placement centers, schools and other entities.</p> <p>The three centers in Marion County are easily accessible for most Indianapolis residents. The Eastside Indianapolis Center provides free parking, and the center director was successful in lobbying for regular bus service to the Center.</p>
Maryland	<p>In Baltimore, staff intend to market center services to the residents in Baltimore's high poverty and minority neighborhoods. As part of the Empowerment Zone initiative, equipment and software will be installed in six satellite village centers that will be staffed by community-based organizations, as well as in full-service One-Stop centers. If they operate as envisioned, village centers will be a key link in making career center services accessible to all Baltimore residents.</p>
Massachusetts	<p>Customers have a choice of at least two career centers in each region.</p>

Exhibit 9-7 (Continued)

Minnesota	<p>The state strongly advocates that local partners extend Center access, when appropriate, through mobile outreach to rural communities.</p> <p>The Anoka Center, located in the area north of the Twin Cities, is easily accessible by automobile from most locations in the Twin Cities area. Although it is served by two bus routes, bus riders in some outlying areas must travel through downtown Minneapolis to come to the Center.</p>
Texas	<p>Both Texas sites in the sample were part of local or regional network of Career Centers. The Arlington Center is part of a network of seven career centers and three satellite offices developed in Tarrant County as part of the One-Stop career center initiative. The Lake Jackson Career Center is one of four existing and two planned One-Stop centers in the 13-county Houston-Galveston “Gulf Coast” area of Texas that relies heavily on rural outreach.</p>
Wisconsin	<p>The Waukesha Center is conveniently located on the Technical College campus, which is near a major interstate and served Waukesha County by public transportation.</p>

areas that were already well served by public transportation. For example, the Waukesha (Wisconsin) One-Stop center is located within the campus of a technical college that is served by an existing bus route.

Massachusetts has adopted another approach to promoting geographic accessibility. The state has mandated that at least two full-service One-Stop centers be available in each service delivery area so that customers can choose both the most convenient location as well as the center that offers them the most appropriate services.

Extending Service Hours

Many of the study sites were considering extending hours of service in the evenings and on weekends to better serve customers who were currently employed but wanted to upgrade their skills or find better jobs. At the time of our site visits, however, only four of the fourteen sites were open evenings and weekends. The experiences of these centers are presented in Exhibit 9-8.

Although partners supported extended service hours at other sites, a number of barriers precluded them from extending their hours. These barriers included union restrictions on working evenings and weekends; lack of funding to support the additional staff time that would be necessary; and problems related to the facilities, such as the need to negotiate off-hour access with landlords or provide adequate security.

Providing Remote Access to Services

In most areas, customers had remote access to information services through electronic links to labor market information systems. At the time of the site visits, all states had either fully operational systems or were very close to being able to offer such services, as shown in Exhibit 9-9. All of these planned and operational systems allowed customers to access updated state job listings by dialing on to the Internet, and many were linked to national job databases, such as America's Job Bank.

States provided a variety of types of information on-line. In Minnesota, for example, customers could access information about the sectors of the economy that were expanding in each region of the state. Customers could then use this information to help choose the type of training or education that would qualify them for jobs in these sectors. Other states, such as Connecticut and Massachusetts, also provided on-line access to Talent Banks that allowed customers to prepare and post their resumes. Connecticut also entered into a formal agreement with the state library system to establish

Exhibit 9-8
Examples of Extended Service Hours

Massachusetts	The FutureWorks Center, in addition to adopting extended hours one evening during the week and Saturday morning remains open beyond its normal operating hours for special projects such as job fairs or pre-arranged tours of the facilities.
Minnesota	The state promotes evening and weekend hours of operation to accommodate employed individuals who may wish to explore further career options. The Anoka Center provides extended hours of service to assist current workers and to increase the accessibility of Human Service Center-based classes in ESL, GED, and adult basic education.
Texas	The Arlington Center provides extended hours of service three evenings a week, in order to reach working and under-employed persons looking for opportunities to upgrade skills or change careers, as well as to offer increased customer access to Center-based classes in ESL and computer instruction.
Wisconsin	A focus group participant who was a veteran about to lose his long-held job at a major area employer especially appreciated the fact that the Waukesha Center offered evening and weekend hours and that it was one example of how Center staff “bend over backwards” to assist customers.

Exhibit 9-9
Examples of Remote Access to Electronic One-Stop Services

Connecticut	A statewide Internet workforce information network has been developed by the Connecticut Department of Labor, providing remote access by customers to services and information; the state One-Stop system (<i>Connecticut Works</i>) has also developed a partnership with the state library system, which has resulted in the establishment of “mini-career centers” in libraries, linked libraries to the <i>Connecticut Works</i> home page and electronic network, and enabled One-Stop centers to draw on the information and support services available to state residents through the library system.
Iowa	Customers with home computers may access the state’s Data Center through a modem, or they may access the state’s World Wide Web site from local libraries, universities, or from any home or institution with access to the Internet. There are also several stand-alone kiosks throughout the state that run a touch-screen version of America’s Labor Exchange (ALEX) to which customers also have convenient access.
Indiana	In addition to its network of full-service One-Stop centers, additional service access points will include staffed and unstaffed One-Stop satellite locations linked electronically to career centers via computer, telephone, or fax. The state also plans to make ALEX available via several kiosks located in public places.
Maryland	Providing remote access was a key priority during second-year One-Stop implementation. Among other initiatives, the state planned to make a “labor market information bank” available to anyone with a computer and a modem.
Massachusetts	The state has developed a statewide electronic interactive Job Bank that can be accessed through the state’s Web page, allowing individuals access to job descriptions and application procedures. The state is also in the process of developing a Talent Bank, an education and training database, a labor market information database, all of which should be available through remote access.
Minnesota	The Workforce Center system in Minnesota also allows all residents to access automated One-Stop information services through bulletin board and Internet systems from their homes as well as from public institutions such as libraries. The system’s Internet home page offers access to job listings and regional labor market information.

Exhibit 9-9 (Continued)

Ohio	Much of the state's systems development during the second and third years of implementation was focused on a range of user-friendly information systems. Products under development included a remotely accessible skills-based automated job matching system (JobNet). The state also planned to link this system with information on employment and training providers through the Ohio Career Information System (OCIS), as well as providing links to other community services.
Texas	Job listings can be accessed from remote home or business locations, and through "Job Express" kiosks located in shopping centers and other areas of high pedestrian traffic in many areas throughout the state. The Texas Workforce Commission's home page also offers links to the Governor's Job Bank (for state employment opportunities) and America's Job Bank, as well as to labor market information and education providers.
Wisconsin	The Department of Workforce Development's Internet page provides links to the state's JobNet system as well as access to labor market information, job search pamphlets, and links to the state's career centers and school-to-work networks.

“mini-career information centers” in most libraries that included terminals electronically linked to the state’s information system. Ohio planned to provide on-line access to information on employment and training providers and other community services.

Several states also helped local areas finance user-friendly job-information “kiosks” that were located in areas of high pedestrian traffic, such as shopping malls. These kiosks tended to be more popular in rural areas, where staff viewed them as alternative vehicles for providing services to customers who might not come into the centers. They have also proven valuable as marketing devices to make potential customers aware of the public services available to them.

For the most part, however, staff indicated that kiosks had not been effective in providing services, and were too expensive to keep simply as a marketing tool. Staff reported several problems with these stand-alone facilities: (1) because they were not electronically linked to the state database, staff had to travel to these remote sites to manually update them; (2) they were not reliable and required excessive maintenance; and (3) it was difficult to monitor customer use because they attracted young children and teens who were not necessarily using the services as intended but were counted as customers by the system. Several sites that were using kiosks at the time of our visit have since removed them.

ACCOMPLISHMENTS IN PROVIDING SERVICES TO INDIVIDUAL CUSTOMERS

The One-Stop centers that we studied have made substantial progress in developing services for individual customers that are better integrated, offer more choices, and meet the needs of a diverse set of customers. These accomplishments include:

- *Simplifying access.* Many One-Stop centers have taken important steps to simplify customers’ access to workforce development services. All centers provide a single point of access to services, and a large majority of sites orient customs to the range of services available.
- *Integrating intake.* A few sites have integrated their initial intake and eligibility determination procedures. Rather than having to provide the same information to multiple service providers, customers can provide the information once and have their eligibility for a variety of programs determined at the same time.

- *Providing a wide range of services.* By offering a “tiered” service delivery system, One-Stop centers were often able to tailor services to meet the needs of a wide variety of customers, regardless of their program eligibility.
- *Providing effective self-access services.* In an increasing number of sites, customers could access automated information about the local labor market, job requirements, and community resources through which they could pursue further training and education. An increasing number of sites offered automated job listings that customers could access directly. In many sites, resource specialists were available to assist customers who were unfamiliar with the new technologies.
- *Providing more intensive career planning and job search assistance.* A number of sites also offered enhanced job search support, often developed from partners’ experience with dislocated worker services. This support included more intensive assessment and career counseling and staff assistance with job search. Workshops on career planning, life skills, and job search techniques were also available at many centers. Sites varied considerably, however, in the extent to which these additional services were available to the general public.
- *Providing access to education and training services.* All centers helped program-eligible customers locate appropriate training and education opportunities through JTPA programs, and many centers also offered specialized services for customers moving from welfare to work. Centers also helped customers by offering referrals to other training options, such as adult basic education or computer training available at little or no cost.
- *Convenient services.* Many One-Stop centers systems have also developed a number of strategies to make services more convenient. Some have located their centers in sites that are easily accessible and well served by public transportation. A few centers also offer weekend and evening service hours to better serve employed customers. Many One-Stop systems have taken advantage of electronic communication technology to provide access to quality information from remote locations.

Factors that Influenced the Provision of Services to Individual Customers

A number of key factors influenced the ability of One-Stop centers to meet their goals in providing services to individual customers:

- *The types of technology and information available.* As a result of investments in technology infrastructure and reference materials, many One-Stop centers dramatically increased the availability and quality of

information available to guide job seekers. These improvements in technology also freed staff time that could be devoted to those needing more intensive services. These changes allowed centers to offer more services to the general public than prior to the implementation of the One-Stop initiative.

- *The breadth of partnership.* The types of partners and their level of involvement affected the services offered to individual customers. Some One-Stop Centers are more narrowly focused on workforce development services while others have broadened their focus to include a broad range of social services. Particularly important are whether partners maintain an on-site presence at One-Stop centers, the ways partners coordinate or integrate services, and the way partners communicate about their vision and experiences.
- *Choices about co-location and consolidation.* Local One-Stop partners have developed a variety of collaborative approaches to improve the coordination of services provided to customers including (1) functional integration and cross-staffing of units providing services and (2) continued “specialization” by partners with coordination of referrals and smooth “hand-offs” of customers among partner staff.
- *Historical relationships.* Partners that had long and successful histories of collaborating to serve mutual customers generally experienced fewer “turf” disputes under One-Stop implementation, and have been able to move more quickly toward the goals of reducing duplication and providing more integrated services. The history of collaboration also influenced the design of procedures to enable individuals to access appropriate services in an efficient, seamless, and user-friendly fashion.

Continuing Challenges and Next Steps

Despite a number of important accomplishments, several challenges in designing effective services to individuals remain for many of the emerging One-Stop centers. These challenges revolve around three major areas related to services to individuals: (1) integrating and supporting new technologies into One-Stop centers; (2) adapting service delivery for greater universal access; and (3) improving services to customers with special needs.

Supporting New Technologies

The new emphasis on self-access technologies in One-Stop centers represents a significant shift in the delivery of services. Although the states and local One-Stop centers have made tremendous progress in making these services available to customers, they continue to face some key challenges in improving the quality and accessibility of these technologies. These challenges include:

- *Making decisions about which products individual customers perceive to be most useful.* Although some sites conducted focus groups and surveys to assess the needs of individual customers and select self-access products that appear to meet those needs, in some cases not as many customers used these products as expected. For example, kiosks did not reach the customers that staff intended to target with this technology.
- *Developing user-friendly interfaces that appeal to individual customers and keep them coming back.* In some states and local sites, staff made considerable efforts to develop user-friendly interfaces. In other cases, however, customers—and in some cases staff—remained unfamiliar with some of the new self-service technologies.
- *Providing an appropriate level of staff assistance to help customers use technology and other self-access resources.* Knowledgeable staff are needed to help customers who have had little experience with computer programs or networks. At centers in which staff could assist customers, these technology-based services proved extremely popular. In centers that provided less assistance, however, the new technologies were less well used.

Adapting Services for a Universal Customer Base

Although many of the centers highlighted in this chapter have found ways to expand the range of services available to customers not eligible for specific programs, funding these services remains a major challenge in One-Stop centers. Center respondents consistently referred to the need to balance the goal of providing universal access to services with the goal of meeting the needs of special targeted populations.

In many cases, expanding services to the general public was done in small steps, building on existing services previously reserved for targeted populations and gradually expanding access to all customers. Although a few centers now offer most group activities and workshop to all customers, regardless of program eligibility, most centers still require that customers be enrolled in specific programs to access these services.

To be better prepared to respond to the federal goal of universality, emerging One-Stop centers need help and guidance in finding ways to ensure that program eligibility requirements do not unnecessarily restrict their ability to offer more intensive assistance to all customers.

Serving Customers with Special Needs

Centers offered a wide range of education and training to customers who needed more intensive assistance to become job-ready. In all sites, JTPA partners actively

linked customers to training, education, and employment opportunities. In most centers, JTPA funds paid for the bulk of specialized training to less job-ready customers.

A large majority of sites also offered VETS programs on-site. However, a continuing challenge for One-Stop systems is finding ways to use the considerable expertise of veteran's representatives to enhance the services of the One-Stop as a whole, while at the same promoting the goal of helping veterans find employment and training opportunities.

Few strategic approaches had been developed to provide integrated services to customers with disabilities. Although about half of the study sites had vocational rehabilitation services on-site, services to these customers were often provided in isolation from "mainstream" One-Stop services. Because vocation rehabilitation services were often self-contained, many local and state respondents believed that they had missed an opportunity to draw on the expertise of vocational rehabilitation partners to assist the One-Stop as a whole in areas such as ADA compliance and redesigning One-Stop services to better serve the needs of customers with disabilities.

With the exception of offering JTPA-funded youth programs, few sites had developed integrated strategies for youth. Several local areas, however, have received school-to-work implementation grants, and these areas envisioned using the local One-Stop system as the primary "hub" for school-to-work activities and programs. These systems will, however, face the considerable challenge of making services designed primarily for adult workers more appropriate for youth. Some centers have already begun this process by forming career exploration and job readiness workshops specifically targeted to youth.

By far the most important challenge for the One-Stop centers over the next several years will be to find ways to effectively serve a rapidly increasing number of welfare customers who need jobs and training opportunities. Although most sites offered access to welfare-to-work programs on-site, One-Stop centers varied in the extent to which they were preparing to serve welfare customers. In some instances, local welfare agencies were developing "parallel" workforce development systems and ignoring the potential of the emerging One-Stop system to address the needs of welfare customers. Coordinating the One-Stop system with the welfare-to-work system, therefore, will be a challenging next step for those sites.